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**FOLLOW-UP TO THE CPC EVALUATION OF UNHCR:
FINAL REPORT**

I. INTRODUCTION

1. It will be recalled that a Report of the Secretary-General entitled "In-Depth Evaluation of the Programme on International Protection of and Assistance to Refugees: Office of the United Nations High Commissioner for Refugees" (E/AC.51/1993/2), and the report of the Committee for Programme and Coordination (CPC) thereon (A/48/16 (Part I)), was presented to the forty-fourth session of the Executive Committee.

2. In keeping with the wishes of the Executive Committee (A/AC.96/821, paras. 22 (b) and (c)), the High Commissioner has kept the Sub-Committee on Administrative and Financial Matters (SCAF) (EC/1994/SC.2/CRP.3) and the Sub-Committee of the Whole on International Protection (SCIP) (EC/1994/SCP/CRP.4) informed of the progress in the implementation of the recommendations. In addition, the comments of the Executive Committee in response to the two aforementioned progress reports were brought to the attention of the relevant Divisions and Regional Bureaux by the High Commissioner in a memorandum of 30 May 1994. In the context of the High Commissioner's commitment to the Executive Committee "to create an institutional culture where effective performance, efficiency and accountability are prized

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objectives" (Opening Statement to the forty-fourth session of the Executive Committee, 4 October 1993, A/AC.96/821, Annex, refers), UNHCR has continued to address the recommendations of the In-Depth Evaluation. This report gives an overview of UNHCR's efforts in this regard.

3. This report is structured around two broad themes:

(i) recommendations which relate primarily to international protection; and

(ii) recommendations which deal with programmatic, administrative and financial matters.

II. INTERNATIONAL PROTECTION

4. The parts of the In-Depth Evaluation which relate primarily to international protection are grouped around Recommendations 1, 2, 3, 8, 18 and 19. A report (EC/1994/SCP/CRP.4) on UNHCR's actions regarding the issues raised in these recommendations was presented to the meeting of SCIP on 18-19 May 1994. The following observations on these recommendations are by way of an update on UNHCR's related actions.

A. Internally displaced

5. The first recommendation addresses the complex issue of internally displaced.

> **Recommendation 1, Population displacements not covered by international instruments**: In situations of displacements of populations not covered by international instruments, UNHCR should have an advisory role for protection issues with the organizations involved in operations of relief and assistance. In such situations, when prompt and adequate assistance is not provided by any other international organization, UNHCR should seek the necessary authority to provide the protection and assistance needed. (E/AC.51/1993/2, para. 12)

6. The current policy position of UNHCR **vis-à-vis** internally displaced persons is that set out in the Conclusion on Internally Displaced Persons adopted by the Executive Committee at its forty-fifth session (1994) (A/AC.96/839, para. 20) and in General Assembly resolution 49/169 (1994). The General Assembly resolution:

> Call[ed] for a more concerted response by the international community to the needs of internally displaced persons and, in accordance with its resolution 48/116, reaffirm[ed] its support for the High Commissioner's efforts, on the basis of specific requests from the Secretary-General or the competent principal organs of the United Nations and with the consent of the State concerned, and taking into account the complementarities of the mandates and expertise of other relevant organizations, to provide

humanitarian assistance and protection to such persons, emphasizing that activities on behalf of internally displaced persons must not undermine the institution of asylum, including the right to seek and enjoy in other countries asylum from persecution;

An inter-office/field office memorandum (IOM/33/93-FOM/33/93) of 28 April 1993 from the High Commissioner on "UNHCR's Role with Internally Displaced Persons" is not only consistent with these recent policy articulations, but also gives a number of operational guidelines; thus this memorandum and General Assembly resolution 48/116 (1993) continue to provide the basic framework for the High Commissioner's involvement in respect of internally displaced persons.

7. The question of the internally displaced continues to be considered in a range of fora: the Inter-Agency Standing Committee (IASC), chaired by the Under-Secretary-General for Humanitarian Affairs; the Commission on Human Rights; and the Executive Committee of UNHCR. The double issue of Refugee Survey Quarterly produced by UNHCR for Spring/Summer 1995 (Vol. 14, Nos. 1 and 2) focused on internally displaced persons; it brought together the latest documents, at the time of publication, relating to the internally displaced and the international community's responses to their plight.

B. Early warning

8. Recommendation 2 of the In-Depth Evaluation focused on UNHCR's role in drawing attention to potential displacements of populations.

> **Recommendation 2, Catalytic political role of UNHCR**: Working in cooperation with the political authorities of the United Nations and the Emergency Relief Coordinator, UNHCR should bring to the attention of the relevant intergovernmental bodies information on situations which could give rise to displacement of populations. (E/AC.51/1993/2, para. 14)

9. The previous recommendation, while touching on UNHCR's role **vis-à-vis** the political processes which might prevent population displacements, is also related to the subject of early warning. This issue is taken up in greater detail in Recommendation 8 of the In-Depth Evaluation which focuses on aspects of UNHCR's contribution to a United Nations system-wide, early-warning mechanism.

> **Recommendation 8, UNHCR's focal point on early warning**: UNHCR should establish a focal point exclusively in charge of research on early warning questions, including the development of indicators of impending displacements of population, with access to all existing information within UNHCR. The focal point should develop guidelines for UNHCR staff on gathering and reporting relevant information. The UNHCR focal point should coordinate its activities with the focal points of other United Nations departments and agencies within the framework proposed by the Organizational Committee of ACC. In this context, UNHCR will actively participate, alongside other concerned organizations of the United Nations system, with the newly instituted consultations mechanism on early warning on flow of information on mass movement of populations, under the aegis of the Department of Humanitarian Affairs. (E/AC.51/1993/2, para. 26)

10. UNHCR, like other agencies, is developing relevant databases related to its sphere of competence. Within UNHCR, the Centre for Documentation on Refugees, established some ten years ago, acts as the information resource arm of the Office. It provides users with a broad and relevant collection of refugee literature, and legal and country of origin information. The Centre has 14 databases, known collectively as REFWORLD, which include country reports and United Nations documentation in full text, case law, instruments, legislation, media and an on-line thesaurus. Among UNHCR's databases, those dealing with country information are particularly relevant for the development of an early warning capacity. UNHCR country information can be found particularly on its REFINFO and REFLIT databases. This information, now available over the Internet, is used by DHA in developing its humanitarian early-warning system (HEWS). In addition, UNHCR is actively participating in discussions in relation to another inter-agency database, namely, ReliefNet. The focal point in UNHCR for matters related to early warning is the Chief of the Centre for Documentation on Refugees.

C. Human rights

11. Recommendation 3 recognizes that human rights violations are a factor in many coerced departures and addresses the question of the need for greater linkages between UNHCR and the human rights initiatives and mechanisms of the United Nations system. The recommendation states:

> **Recommendation 3, Human rights aspects of refugee situations**: UNHCR and the Centre on Human Rights should establish joint mechanisms to ensure that (a) refugee situations emanating from human rights violations are brought to the attention of the Commission on Human Rights, and appropriate action is proposed to it: (b) advisory services and technical cooperation aimed at improving the implementation of international covenants and agreements on human rights, including monitoring and reporting mechanisms, adequately address the human rights of refugees and asylum-seekers. (E/AC.51/1993/2, para. 15)

12. Collaboration with the human rights initiatives and mechanisms of the United Nations system is an increasingly important aspect of UNHCR's international protection activities, especially its preventive and solution-oriented efforts. In her statement to the fifty-first Session of the United Nations Commission for Human Rights (Geneva, 7 February 1995), the High Commissioner highlighted the close link between human rights abuses and the causes of refugee movements. The High Commissioner noted that UNHCR's actions on behalf of refugees, returnees and, increasingly, internally displaced persons also contributed to the advancement of human rights. In February 1995, the Commission for Human Rights adopted resolution 1995/88 on Human Rights and Mass Exoduses, which, inter alia, invited all human rights mechanisms of the United Nations to seek information and report on problems, in mass exoduses of populations, or in their voluntary return home. It also called on the High Commissioner for Human Rights to pay attention to situations which cause or threaten to cause mass displacements and to address effectively such situations through emergency preparedness and response mechanisms.

13. UNHCR continues to seek to strengthen its cooperation with the human rights bodies of the United Nations. In particular, UNHCR collaborated closely with the Special Rapporteur on Violence Against Women, resulting in extensive

coverage of the situation of refugee women in her first report to the Committee on Human Rights. UNHCR, in light of its own experience of introducing gender guidelines into its programmes, is actively assisting the Centre for Human Rights in its own work on the gender aspects of human rights.

D. Promotion of refugee law

14. Pointing to UNHCR's mandated responsibility to consolidate and expand the legal framework governing the status and rights of refugees, the evaluation takes up the issue of integrating promotion of refugee law into UNHCR's country programmes.

> **Recommendation 18, Refugee law at the country level**: Activities on refugee law promotion should be included in UNHCR country programmes. The implementation of these activities should be part of the function of Field Protection Officers. (E/AC.51/1993/2, para. 38)

15. UNHCR's promotional activities in the area of international protection seek to strengthen knowledge and understanding of refugee issues, as well as to foster the effective implementation of international legal standards on behalf of refugees, returnees and other persons of concern to UNHCR, including through their incorporation into national legislation and administrative procedures. To meet these objectives, the Office organizes refugee law and protection courses for government officials, and implementing partners and other non-governmental organizations (NGOs) in all regions of the world. UNHCR's operational involvement in new types of situations has resulted not only in an increase in the number of training activities organized jointly with regional bodies, other international organizations and non-governmental partners, but also in the widening of the scope of these courses to include international humanitarian and human rights law.

16. Such activities are carried out on a regular basis by most UNHCR Branch Offices as an integral part of their international protection function. In some cases, promotional activities are funded out of country programmes; in others, out of a Headquarters budget. Field Representatives and Protection Officers have been encouraged to integrate planned activities on refugee law promotion in their country programmes in order to ensure consistency and continuity among all aspects of UNHCR operations. UNHCR is gradually developing a network of Regional Coordinators for Refugee Law (promotion and training) in selected Field Offices as part of its promotional endeavours.

17. In the same promotional context, the In-Depth Evaluation emphasized the importance of collaboration with academic institutions. Recommendation 19 states:

> **Recommendation 19, Collaboration with academic institutions**: UNHCR should designate a focal point/research manager to facilitate collaboration with academic and research institutions for purposes of enhancing the promotion of refugee law and the dissemination of the fundamental principles of refugee protection. A world survey of research and academic institutions and organizations in areas of interest to refugee issues should be conducted, perhaps by an academic centre in collaboration with UNHCR. (E/AC.51/1993/2, para. 39)

18. Through a recently completed project involving the School of Oriental and African Studies of the University of London, United Kingdom, UNHCR has established a pilot network of 20 higher education institutions in Africa and Asia and is supporting their efforts to initiate or develop teaching and related research in refugee law and/or other areas of refugee studies, such as international relations, anthropology, sociology and development. In addition, in the latter part of 1994, UNHCR, with the financial support of the Ford Foundation, commissioned a study to look at the Office's research needs and strategies, and to propose means of improving organizational research management; this project, which focused on improving UNHCR's research capacity, was related to UNHCR's ongoing efforts to enhance its policy-making capacity. Moreover, the project was to form the basis for a database which would indicate current research being undertaken in areas of relevance to UNHCR by academic and research institutions. In September 1994, UNHCR received the results of the study. As part of the consultancy, a preliminary database of research contacts was established in UNHCR's Centre for Documentation for Refugees. This is built around six categories of study or disciplines: refugee studies; migration studies; human rights; international law; international relations; and political sociology.

19. In a related initiative, the High Commissioner created in the Executive Office on 13 October 1994 the post of Director of Policy Planning and Operations. Among the functions of the Director is responsibility for overseeing the development in UNHCR of longer-term policies and related research.

III. PROGRAMMATIC, ADMINISTRATIVE AND FINANCIAL MATTERS

20. The remaining recommendations of the In-Depth Evaluation relate to a range of issues dealing with inter-agency cooperation, programmes, implementing partners, funding, public information, staffing and training. The High Commissioner presented a report (EC/1994/SC.2/CRP.3) on the response to these recommendations to the meeting of SCAP on 9 March 1994.

A. Regional approaches

21. The desirability of regional approaches to seeking solutions to refugee problems is the subject of one of the recommendations of the In-Depth Evaluation. Recommendation 4 states that:

> **Recommendation 4, Regional approaches to durable solutions**: UNHCR should encourage all countries involved to explore regional approaches to durable solutions of problems causing refugee situations. Such approaches would normally involve some or all of the following elements: the legal mechanism of tripartite commissions; plans containing commitments related to basic principles of refugee law and humanitarian assistance; close collaboration between UNHCR, UNDP and other development agencies in the context of a joint support unit; the eventual withdrawal of UNHCR from any operational responsibility. (E/AC.51/1993/2, para. 16)

22. The Executive Committee is committed to regional approaches to refugee issues, including the identification of durable solutions to them. It is sufficient, in this regard, to recall the General Conclusion on International Protection adopted at the forty-fourth session (1993) of the Executive Committee, in which the Committee

> Recognize[d] the importance of addressing prevention, protection and solutions on a comprehensive regional basis, and encourage[d] the High Commissioner to consult with States, the United Nations Department of Humanitarian Affairs (DHA), the United Nations Development Programme (UNDP), the International Organization for Migration (IOM) and other relevant international organizations and regional bodies on possibilities for additional measures and initiatives in specific areas with complex problems of coerced population movements, and to keep the Sub-Committee of the Whole on International Protection and, where appropriate, the Sub-Committee on Administrative and Financial Matters informed. (A/AC.96/821, para. 19 (n))

The forty-fifth session of the Executive Committee (1994) again called on the international community to continue to support the High Commissioner's efforts to promote comprehensive and regional approaches to refugee problems (A/AC.96/839, para. 19 (aa)).

23. The subject of comprehensive and regional approaches to refugee problems was considered in depth (EC/1994/SCP/CRP.3) by SCIP at its 24th meeting on 18-19 May 1994. Among the examples of comprehensive approaches considered were: the International Conference on Central American Refugees (CIREFCA); the Comprehensive Plan of Action for Indo-Chinese Refugees (CPA); Cambodia; Former Yugoslavia; and Mozambique. In the course of 1994, UNHCR launched a process to develop a comprehensive approach to the problems of refugees, returnees, displaced persons and migrants in the Commonwealth of Independent States (CIS) and relevant neighbouring States. The process should lead to a conference in the first quarter of 1996 which would establish a programme of action for the region. Its primary objective is to provide a broad forum for the international community, and affected countries in particular, to acknowledge, analyse, and discuss problems relating to disorderly mass population movements in the CIS and the neighbouring regions, within a humanitarian and non-political framework. To date, six meetings of the informal Steering Group of Governments and international organizations and one meeting of Experts have been held in Geneva; in addition, a series of regional and sub-regional consultations have taken place in Ukraine, Belarus and the Republic of Moldova, in Kyrgyzstan for the five Central Asian Republics, and in Georgia for the Transcaucasus region.

24. The more specific issue of cooperation between UNHCR and development agencies with a view to taking a broader approach to refugee problems, in particular regarding the search for durable solutions through voluntary repatriation, has been the subject of deliberation at two recent SCAF meetings. On 17 May 1994, SCAF considered a paper on Activities in Countries of Origin: Reintegration and Durable Solutions to Refugee Problems (EC/1994/SC.2/CRP.12). The same subject was more broadly touched upon at the SCAF meeting on 24 June 1994 when the subject of inter-agency cooperation was considered (EC/1994/SC.2/CRP.21).

25. Evaluations of some of the comprehensive operations listed in paragraph 21 above have provided the opportunity to explore a number of the issues raised in the recommendation of the In-Depth Evaluation. Already UNHCR has undertaken evaluations of CIREFCA, and operations in Cambodia and the Former Yugoslavia; it is currently evaluating the Mozambican operation. Most recently (May 1995), a joint UNDP/UNHCR Review of CIREFCA entitled CIREFCA: An Opportunity and Challenge for Inter-Agency Cooperation, was undertaken. This study reviews a number of particular issues of relevance to inter-agency cooperation, e.g. the joint support unit in the implementation of a comprehensive programme. On the question of UNHCR withdrawal from an operational responsibility, the observation is made that:

> An approach limited to a sequential "continuum", whereby one agency assumes responsibility for a first phase and the other for whatever comes afterwards contains a risk of ineffective action and of confusing mandates and responsibilities. The important complementarity does not lie in the time axis but in different types of activities. Experience from CIREFCA and other operations have rejected a linear conceptual approach to the continuum from relief to development.

B. Inter-agency cooperation

26. The important issue of inter-agency cooperation is taken up in another recommendation.

> **Recommendation 5, Cooperative arrangements in assistance to refugees**: The present effort to clarify areas of specialization and complementarity among agencies of the United Nations system and IOM, leading to cooperative arrangements along the lines of the UNHCR-WFP agreement, should be continued. Cooperative arrangements should be put into effect as soon as possible with UNICEF (water supply, sanitation), WHO (coordination of health sector in large programmes), and IOM (logistics, support to reinsertion, information in country of origin). (E/AC.51/1993/2, para. 18)

27. In November 1993, UNHCR completed an in-depth evaluation of the status of current cooperative relations with the various United Nations agencies. The substance of this study was presented to SCAF on 24 June 1994 when the subject of inter-agency cooperation was considered (EC/1994/SC.2/CRP.21). UNHCR continues to develop action-oriented agreements with sister agencies. Recently an MOU was signed with UNFPA. Negotiations are well advanced with UNICEF on a MOU. Initial discussions have also been held with WHO on updating the existing MOU between the two agencies. Regular discussions take place with IOM on a range of operational questions.

C. Non-governmental organizations

28. The important role of NGOs as implementing partners of UNHCR is the subject of a further recommendation.

> **Recommendation 6, Role of NGOs**: The UNHCR electronic directory (roster) of NGOs active in refugee matters should be completed as a matter of priority, and regularly updated. This database should include an

assessment of each NGO's capacity and prior performance. UNHCR should formalize agreements with suitable NGOs in the areas of legal support, advocacy, and refugee rights monitoring; such agreements should include a clear definition of responsibilities and roles. (E/AC.51/1993/2, para. 19)

29. An electronic directory has been established and is regularly updated. It is divided in five parts: Part I: NGOs in alphabetical order with addresses; Part II: NGOs by countries; Part III: Operational partners by country of implementation (1994); Part IV: Operational partners by country of origin (1994); Part V: Operational partners by sector of operational activities. While UNHCR is taking steps to assure a more professional relationship with NGOs, including the evaluation of their performance, it does not believe that it is appropriate that the database should include an assessment of their capacity and performance.

30. As part of its efforts to enhance its partnership with NGOs, the Office launched the UNHCR-NGO Partnership in Action (PARinAC) process, which was aimed at building a relationship of true partnership between UNHCR and NGOs. A series of six regional PARinAC (Partnership in Action) meetings, which involved the bringing together of some 450 NGOs from all over the world, culminated in a four-day Global Conference in Oslo (6-9 June 1994). This meeting synthesized the proposals that had emerged from the regional conferences into a Plan of Action for improved UNHCR-NGO collaboration which, together with the Oslo Declaration, was adopted by the meeting. A report (EC/1995/SC.2/CRP.20) on the follow-up to the Oslo Declaration and Plan of Action was presented to the SCAF meeting on 20 June 1995.

31. In relation to formalizing agreements with suitable NGOs, UNHCR already relies heavily through a series of standby agreements on NGOs as implementing partners, particularly for sectoral activities as part of an emergency response (see Recommendation 11 below); UNHCR is keeping under constant review these standby arrangements with NGOs and other agencies.

D. Programming and administrative controls

32. The subject of programme audit and the improvement of programme delivery was the object of a recommendation of the In-Depth Evaluation.

> **Recommendation 7, Strengthening field audit and management**: The Internal Audit Division should be strengthened in order to allow the audit of each UNHCR country programme every other year, or at the assumption of duties of a new representative. UNHCR should establish a multidisciplinary team of management specialists; this team should visit field programmes to provide assistance for the strengthening of management systems in place, to advise on the quality of the leadership and management of human resources, and to assist staff in ensuring that the programme objectives are being met. (E/AC.51/1993/2, para. 21)

33. In consultation with the Director of the Audit and Management Consultancy Division (AMCD) of the United Nations, the section specially dedicated to the internal audit of UNHCR has been strengthened by the addition of three internal auditors, thereby bringing the number of internal auditors dedicated to the work of UNHCR to eight; these posts, together with a General Service post, are funded by UNHCR. An annual audit plan is prepared by AMCD in consultation with UNHCR.

34. Within the broad objective of strengthening UNHCR's management capacity, the Executive Committee, at its forty-fifth session, approved the creation of the post of Director of an Inspection and Evaluation Service for UNHCR. This Service, which incorporated an already existing Central Evaluation Section, became operational in March 1995. The Service is staffed by a Director (D-2), a Principal Officer (P-5), three Senior Officers (P-4) and three General Service staff.

35. UNHCR continues to follow up the findings of the Working Group on Programme Management and Operational Capacity, which was established by the High Commissioner in April 1993. This follow-up is now assured by a new Steering Committee, under the chairmanship of the Deputy High Commissioner, which was established on 5 October 1994.

36. As regards the creation of a multidisciplinary management team, UNHCR is exploring ways whereby, through various forms of decentralization, Field Offices will be able to tap readily a range of expertise in the areas of finance, administration, human resources, systems and communications.

E. Emergency preparedness and response

37. Three recommendations of the In-Depth Evaluation deal with various aspects of emergency preparedness and response (E/AC.51/1993/2, paras. 27-29).

> **Recommendation 9, Emergency operations**: In each emergency situation, one senior administrative officer with full authority to commit resources should be appointed to provide administrative support in the field to the Emergency Preparedness and Response Officer. (E/AC.51/1993/2, para. 28)

> **Recommendation 10, Funding of the Emergency Preparedness and Response system**: The Emergency Preparedness and Response System (EPR) put into place in 1992 should be funded by Governments at the requested levels to enable UNHCR to conduct proper responses to emergencies. (E/AC.51/1993/2, para. 28)

> **Recommendation 11, Stand-by arrangements**: Stand-by arrangements similar to those with the Norwegian and Danish Refugee Councils should be developed at the regional level with national relief organizations. (E/AC.51/1993/2, para. 29)

38. UNHCR continues to enhance its emergency preparedness and response capacity. The most recent survey of its efforts in this regard can be found in the UNHCR report to ECOSOC (E/1995/52, paras. 42-48). Attention continues to be given to administrative support. With the establishment of an administrative support capacity in the Emergency Preparedness and Response Section of UNHCR, it has been possible to ensure that personnel trained in all aspects of administration are included in the emergency teams. In 1994 and the first quarter of 1995, the eleven UNHCR emergency administrative staff were deployed for a total of 2,345 person-days. It should be noted, however, that with regard to administrative support, it is the Representative or Chief of Mission who has the authority to obligate funds, following authorization received from Headquarters. He or she could, however, delegate this authority to the Administrative Officer. Similarly, in the case of an operation in a country where there was formerly no UNHCR

presence, authority to enter into obligations would be vested in the head of the Emergency Response Team.

39. In regard to Recommendation 10, it should be noted that UNHCR has a trust fund to facilitate its response to emergencies. In the event that contributions to the trust fund are not sufficient to cover a given emergency, recourse is made to the Emergency Fund. Operations thus initially funded from the Emergency Fund are reimbursed on receipt of funds in response to a given special appeal. Administrative costs associated with UNHCR emergency staff are charged to UNHCR's annual programme. Increases (as distinct from replenishment) to emergency stockpiles are a charge on the Emergency Fund.

40. The question of expanding stand-by arrangements at the regional level with national relief organizations has been studied. There are various limitations to the number of stand-by arrangements UNHCR can enter into: the Office does not want to under-utilize those it already has; moreover, there are costs involved in setting up and maintaining any stand-by arrangement. After a review of the cost-effectiveness of having such arrangements in every region, it was decided to foster cooperation with national relief organizations at the regional level in other ways. One such way is the provision of regional emergency training and contingency planning to NGO partners, government partners and UNHCR staff.

F. Training

41. The next series of Recommendations (Nos. 12-17) focus on the important question of training. Since its establishment in 1987, the role of the Training Section (now subsumed under a Staff Development Section) in UNHCR has been growing substantially and undergoing redefinition. In 1992, the High Commissioner established a Task Force on Training to study ways in which training could more effectively assist UNHCR in carrying out its mission in a quickly changing international environment. The final report of the Task Force on Training treated all of the issues raised by the CPC recommendations, some of them in considerable detail. The UNHCR Task Force Report and its recommendations were reviewed by the Senior Management Committee of UNHCR in June 1993 and broadly endorsed. The Division of Human Resources Management has also prepared a comprehensive workplan that incorporates most of the recommendations. These have now been subsumed within UNHCR's Career Management Strategy (CMS). The CMS has four components:

- a component that defines the skills and attitudes required to do a job (competencies), and identifies typical job requirements and functional competencies;

- a system of performance evaluation;

- a component that identifies typical career paths open to staff, together with the type of training and experience required; and

- a staff development programme oriented to providing both relevant managerial training and more focused training to acquire specialized UNHCR competencies.

The relevance of training to the CMS is readily apparent from the above.

42. The Staff Development Section of UNHCR's Division of Human Resources Management centrally coordinates staff training. As part of the CMS project, in particular in order to facilitate staff development, UNHCR budgets for training are to be decentralized to Field Offices. Hence, the Staff Development Section which is responsible for exercising, in regard to training, a quality control role and providing support to the field, is seeking to expand training opportunities through associations with universities, other United Nations agencies and other bodies.

43. The comments that follow on particular recommendations take into account the above developments.

> **Recommendation 12, Collaboration in training**: UNHCR should collaborate more extensively with NGOs, including academic centres specialized in refugee matters, in designing, implementing and funding its training activities (E/AC.51/1993/2, para. 33).

44. Reference has already been made to UNHCR's intentions to devolve, in a systematic manner, relevant training to the field. For this reason alone, the existing cooperation of UNHCR with others in the area of training will need to be expanded. The principal reason for such cooperation, however, is to tap the experience and skills of other organizations in particular areas. The Oslo Declaration and Plan of Action which now lies at the heart of the PARinAC process addresses the question of training in a number of its recommendations. A progress report in relation to the follow-up of PARinAC can be found in document EC/1995/SC.2/CRP.20 which was presented to the SCAF meeting on 20 June 1995.

45. Regarding the training of national operational partners, the In-Depth Evaluation proposed:

> **Recommendation 13, Training of national operational partners**: UNHCR should support an increase in formal training of national operational partners by implementing partners with extensive experience and sufficient expertise. This support could be partly through an on-the-job training format, and partly through using training kits prepared by UNHCR. Such enhanced training activities, complemented by collaboration between implementing partners during project implementation, would contribute to building up the institutional capacity of the host country. (E/AC.51/1993/2, para. 33)

46. UNHCR, in the follow-up to the PARinAC process, attaches great importance to capacity-building of its national operating partners, and emphasizes the inclusion of operational partner needs (both host Government and NGO) in the development of annual training plans by UNHCR Branch Offices. Staff from partner agencies are frequently included in UNHCR training activities. In the period from January 1994 to March 1995, more than 2,500 staff of NGOs benefited from UNHCR training in a wide range of subjects. The systematic use of experienced

implementing partners themselves to help train national NGOs in a given country is advancing steadily in relation to UNHCR's gender training programme People-Oriented Planning, a planning tool aimed at improving the targeting and delivery of UNHCR assistance and protection activities in the field. (EC/1995/SC.2/CRP.20, paras. 22-23)

47. In terms of the training activities within the United Nations system, there is the following proposal:

> **Recommendation 14, Cooperation with United Nations agencies in training**: Cooperation between UNHCR and other agencies in the field of training, ranging from exchange of information and comparing experiences to undertaking joint training efforts, should continue to be developed informally, particularly in view of increased inter-agency operational collaboration. (E/AC.51/1993/2, para. 34)

48. UNHCR is an active member of the CCAQ (Consultative Committee on Administrative Questions) Sub-Committee on Staff Training; it also participates in meetings of the CCPOQ (Consultative Committee on Programme and Operational Questions) Advisory Panel on Operational Activities Training. This is an important forum where experiences are shared and joint training initiatives agreed upon amongst the heads of United Nations training sections across the United Nations system. Another coordinating body in which UNHCR participates is the JCGP (Joint Consultative Group on Policy) Sub-Group on Personnel and Training. The activities of this sub-group include the development of training packages on issues of common concern.

49. UNHCR supports and fully participates in the seminars organized at the ILO Centre in Turin for senior United Nations field representatives. This programme is intended to enhance field coordination among United Nations organizations.

50. Growing out of their close working relationships in refugee-feeding operations, UNHCR and WFP are cooperating in a number of training initiatives. WFP participates in UNHCR's training programme, "Management of Food Aid and Nutrition". The present training programme follows the main clauses of the MOU between WFP/UNHCR. A joint UNHCR/WFP training programme is being developed from the currently independent training programmes of both agencies. There is also close cooperation between the two agencies in relation to registration (of numbers of beneficiaries in feeding operations) training.

51. Another training programme involving inter-agency cooperation is that on security awareness, which has been developed by UNHCR in close consultation with the United Nations Security Coordinator. This programme has been successfully tested in several locations in the field, each time with participation by other United Nations agencies.

52. The issues raised in Recommendations 15-17 formed the core of the UNHCR Report of the Task Force on Training, and represent some of the more far-reaching conclusions of the Report.

Recommendation 15, Training of UNHCR staff: All new staff members should be given appropriate induction/orientation training and briefing, with priority to those being assigned to the field. Similarly, all staff members assigned to new functions should receive appropriate training prior to assuming their new functions. (E/AC.51/1993/2, para. 35)

53. As part of the CMS, in particular in relation to staff development, two broad categories of organizationally provided training have been identified and developed: Essential Training and Additional Training. Essential Training relates to job functions and will provide a basic common background for staff with related duties. This training will be broadly based and be provided across the organization. Specific types of this training will be: programme, protection, managerial, induction, computer, or emergency preparedness training. Additional Training is specific training provided on a more limited basis to meet the precise needs of an individual or an operation: for example, language training, negotiating skills, security procedures, etc.

Recommendation 16, Strengthening the UNHCR training functions: A Training Steering Committee should be established under the chairmanship of the Deputy High Commissioner to develop UNHCR policy on training and to monitor its implementation. (E/AC.51/1993/2, para. 36)

54. The constitution of a Training Advisory Board is currently underway. This Board will bring together heads of units at Headquarters with key training responsibilities. It will be responsible for defining an overall strategy for training, linked to the competency framework as developed under the new Career Management System. It will recommend annual training priorities, taking account of UNHCR's operational priorities, recommending policies and procedures and providing a forum for cooperation among training units. The work of this Board will be serviced by the Staff Development Section.

Recommendation 17, Information for training management and monitoring: Information on training activities indicating the numbers of people trained, the nature of the training, and the affiliation and functions of the trainees, should be maintained regionally and centrally to ensure accountability and to meet proper management requirements. All training activities of UNHCR should be subjected to regular end-of-training evaluations. Follow-up evaluations, six months to one year after the training, should be conducted for samples of trainees and activities. (E/AC.51/1993/2, para. 37)

55. The Staff Development Section of UNHCR is responsible for maintaining organizational statistics on training. This role will become all the more important with the decentralization of many UNHCR training activities. As mentioned above, one of the roles of the Section is also quality control; this role is discharged by the types of evaluations suggested. In addition, it is anticipated that the information generated by the new performance appraisal system, and individual Professional Development Plans will also be important elements in identifying gaps in training and development needs, as well as assessing the effectiveness of activities that are already being developed.

G. Public Information

56. The following Recommendations and UNHCR's comments deal with UNHCR's Public Information activities. The first such recommendation dealt with the establishment of a Distribution Unit.

> **Recommendation 20, Distribution Unit**: UNHCR should establish a unit with responsibility to distribute and, where appropriate, merchandise all dissemination products and publications, to coordinate activities of outside contractors concerned, and to collect fees and contributions generated by the products and publications. The unit can be started by regrouping existing resources at present scattered among several sections. Any additional resources required by substantial new activities should be supported from revenues. (E/AC.51/1993/2, para. 42)

57. A fully-computerized Distribution Unit is now functioning in the Public Information (PI) Section of the Office and is responsible for the distribution of publications and marketing of PI products. Under the supervision of the Administrative Officer, the Unit works with outside contractors, conducts sales at Headquarters, directs sales in the field and collects fees. Contributions received through PI publications or public appearances are handled by the Administrative Officer. With the cooperation of other relevant Sections of the Office, a special budget has been established for all PI marketing activities. Revenues generated by PI sales since 1 January 1994, are being used to support new activities. With the move of UNHCR to the new Montbrillant Headquarters and the creation of a Visitors Centre, the role of the Distribution Unit is being reviewed.

58. In dealing with the media, the In-Depth Evaluation proposed the following:

> **Recommendation 21, Response to media**: At headquarters, UNHCR should adopt a more streamlined procedure for internal clearance of public information materials and develop and maintain a separate database for electronic fact sheets, with on-line access provided for accredited media corespondents, as well as UNHCR staff who must respond to media inquiries. In the field, in the absence of public information officers and of UNHCR representatives, UNHCR staff should be encouraged to play a public information role when the need arises, under general guidelines established by Headquarters. A brief segment of training courses for UNHCR staff should be devoted to responding to the media. (E/AC.51/1993/2, para. 46)

59. Arrangements have been made through the Division of External Relations for the prompt clearance of all press releases; these arrangements have considerably streamlined the clearance process. This clearance process has also been facilitated by the existence of press briefing notes which are distributed twice weekly throughout the organization. These notes replicate the replies given by UNHCR to questions posed at the twice-weekly press briefing at the United Nations Office at Geneva.

60. Electronic fact sheets on UNHCR's major operations are now available over the local area network (LAN) computer system to all staff members at Headquarters and to some in the field. Field staff not yet served by the LAN receive the fact sheets on a regular basis via telex. These fact sheets are also available through Internet.

61. Two PI training tools, the publication "Dealing with the Media" and a video "It's the Press!" are now in all Branch Offices. These provide detailed guidelines on dealing with the press. New UNHCR staff members are offered training sessions with PI and given this material. New Public Information Guidelines were recently prepared (January 1995) for field offices.

62. On the issue of PI Officers, a related Recommendation proposed that:

> **Recommendation 22, Public information officers**: Public information field personnel should work under the supervision of Public Information, Geneva, and within the framework of the UNHCR public information strategy. In duty stations where there is a pressing need for greater public awareness of refugee issues or potential for fund-raising, public information officers should be assigned in a manner that ensures the necessary continuity with the media. (E/AC.51/1993/2, para. 47)

63. UNHCR has established a network of PI Officers, all experienced in working with the media. There are currently about 30 such officers in 25 field offices. The PI Officers, while they are under the direct supervision of the various country representatives, are also responsible to the Chief of Public Information, Geneva.

64. With a view to influencing public opinion on refugee matters and to promoting a better awareness of the work of UNHCR, the Office has launched a series of Public Awareness Campaigns. On these campaigns, the Evaluation recommends the following:

> **Recommendation 23, Public awareness campaigns**: UNHCR public awareness campaigns should be designed around local perceptions, and carried out in close collaboration with local UNHCR staff, Country/National Committees or other local organizations as appropriate. (E/AC.51/1993/2, para. 49)

65. Public Awareness Campaigns have recently been undertaken in some 15 countries, all adapted to local perceptions. The benefit of having National Committees to work with such campaigns has been recognized. Currently, such committees exist in the United States, Australia, the United Kingdom, Germany and Spain.

66. A final Recommendation deals with the Department of Public Information (DPI) of the United Nations:

> **Recommendation 24, Collaboration with DPI**: Collaboration between UNHCR and DPI should be developed further. For example, the DPI electronic communication link with UNICs should be used systematically to disseminate the content of UNHCR weekly briefings; UNHCR should prepare presentations for the periodic briefings of UNIC Directors organized by DPI, with

sufficient advance notice being given by DPI to UNHCR. A joint UNHCR/DPI task force should be set up to explore new avenues of cooperation, including the possibility of a common UNHCR/DPI information strategy. (E/AC.51/1993/2, para. 49)

67. The appointment of a Liaison Officer with a public information background to the UNHCR Liaison Office in New York in November 1993 has opened new possibilities for further collaboration with DPI. A close working relationship exists between the Office of the Spokesman of the Secretary-General and UNHCR. In addition, cooperation between DPI and UNHCR has focused on the development of materials on specific themes (refugees, women, etc.). In the light of this close working relationship, priority has not been given to the aspect of the recommendation on a joint UNHCR/DPI task force.

H. General and Special Programmes

68. The question of the relationship of General and Special Programmes is one that has been kept under regular review by the Executive Committee, most recently through a series of Informal Consultations on Budget Structure. The issue has taken on added importance of late because of the growth under Special Programmes and the concern of the Executive Committee over the degree of governance over them. The In-Depth Evaluation proposed:

> **Recommendation 25, Coverage by the Pledging Conference**: In order to permit a more comprehensive review by the Executive Committee and coverage by the Pledging Conference, the allocation of activities between the categories of General programmes and Special programmes should be adjusted every three years by the Subcommittee on Administrative and Financial Matters to reflect significant changes in the strategic orientation of UNHCR. A much greater proportion of activities concerned with voluntary repatriation should come under the category of General Programmes, in particular such aspects of repatriation as preparation, promotion and movement. (E/AC.51/1993/2, para. 55)

69. The relationship between General and Special Programmes has been, of late, the subject of extensive deliberations. At the forty-fifth session of the Executive Committee, it was decided to undertake a review of a range of issues related to budgets, fund-raising, transparency and governance (see A/AC.96/839, para. 24). More particularly, and as the report (A/AC.96/838) of the SCAF meeting on 29 September 1994 indicates, there has been a continuing concern on the part of some delegations as to the validity of the distinction between General and Special Programmes and the governance of the Executive Committee, particularly over Special Programmes.

70. Throughout the consultations, there was a consensus that UNHCR's budget structure should allow priority to be given to the statutory activities of UNHCR; moreover, it was recognized that the budget structure should be such as to provide the High Commissioner with the flexibility necessary to respond effectively to needs. It was also agreed that the budget structure should be transparent so as to allow the Executive Committee to exercise governance and oversight.

71. While it was recognized that, in theory, a single integrated budget and a resource base that provided assured funding for the statutory, and therefore priority, activities of UNHCR should meet these budgetary objectives, in practice, several key factors related to the nature of UNHCR's programmes and of its resource base have made this unattainable. Thus, two types of programming and budgeting have evolved: General and Special Programmes. There was the recognition that the present structure had developed, under the guidance of the Executive Committee, to address the above-mentioned budgetary objectives within a changing context. Allowing for the enhancements proposed (see "Informal Consultations on Budgetary Questions: Draft Conclusions on Budgetary Structure, Presentation, Governance and Other Matters" ((EC/1995/SC.2/CRP.24/Rev.1)) and other envisaged changes, it was agreed that the present budget structure built around General and Special Programmes provided a sound framework for the presentation of UNHCR's needs. In joining in this consensus, several delegations were reassured by the related proposals in regard to greater transparency in budgetary presentations and the mechanisms to assure greater governance.

72. The conclusions emanating from the Informal Consultations relating to programmes and funding and adopted at the SCAF meeting on 20 June 1995, (but which are yet to be endorsed by the Executive Committee at its forty-sixth session) provide for the following:

(i) that priority be given to statutory activities by moving these into General Programmes to the fullest extent possible, in accordance with criteria that have been clarified and on whose application the Executive Committee would be regularly informed;

(ii) that where such transfers are not possible, at least some of the benefits of the allocations and reserves established within General Programmes would be available for statutory activities such as the voluntary repatriation operations for refugees, otherwise funded under Special Programmes, in accordance with revised criteria;

(iii) the regular review by the Executive Committee of the criteria governing and the levels of the Programme Reserve and Voluntary Repatriation Reserve; a flexible range for setting the levels of these two Reserves has been agreed to, with the actual level for a given year to be decided in consultation with the Executive Committee.

73. It was recognized that the review of UNHCR's budget structure must necessarily be an ongoing process. SCAF has agreed on a number of areas for further study.

I. Fund raising

74. The Evaluation Report also addressed the important question of fund raising. It proposed the following:

Recommendation 26, External relations strategies for fund-raising: The role of the units in the External Relations Division should be reviewed so

as to maximize their contributions to fund-raising activities. A strategy for the involvement of donors, and NGO and United Nations system partners, in needs assessment, the drafting of appeals, and in other ways, should be developed and become standard practice. Additional resources should be allocated to fund-raising activities. (E/AC.51/1993/2, para. 55)

75. At the end of 1993, there was a full review of the external relations policy of the Office, and the role and responsibilities of the Fund Raising Service and the other Sections in the Division of External Relations. Part of the object of such an exercise was to promote better coordination in fund raising, particularly in the private sector. In addition, the Fund Raising Service of UNHCR now undertakes regular, internal strategic planning sessions which are closely followed up. Much of its planning looks at donor strategy and how to increase support from donors through closer relations and involvement of UNHCR, both at Headquarters and in the field. As a part of this overall strategy, the Fund Raising Service undertakes regular projections of likely future funding. This exercise permits regular modifications of UNHCR's approach to donors in order to meet the Office's funding needs.

76. The review of UNHCR's external relations policy also covered UNHCR's links with NGOs and the rest of the United Nations system, and how to better bring their resources to bear, both directly and indirectly, on UNHCR's operations. Moreover, UNHCR and other United Nations agencies, have worked with the Under-Secretary-General for Humanitarian Affairs to address such issues as needs assessments, the preparation of consolidated appeals, etc. in complex emergencies.

77. Some increases, both in staff and financial resources, have been allocated to fund raising, particularly for accessing the private sector. The question of private sector fund raising, its policy parameters and investments to be made in it, was the subject of a recent discussion of senior management; Policy and Guidelines on Private Sector Fund Raising (PSFR) have now been developed and issued. In 1994, some $ 20.6 million were raised in PSFR-type activities; it is hoped in the next five years to build this up to $ 35 million. In addition, funding relations with the Persian Gulf countries and the European Commission have been strengthened.

J. Multi-year planning

78. The question of selective multi-year planning was another issue addressed by the In-Depth Evaluation. It proposed the following:

> **Recommendation 27, Selective multi-year project planning**: In order to increase donor support for medium- and long-term programmes, UNHCR should adjust its programming practices to encourage multi-year project planning. For example, where regional plans of action include medium- and long-term activities, as in the Comprehensive Plan of Action, associated multi-year project plans should be developed. Field staff should be trained and given support to formulate such multi-year project plans. (E/AC.51/1993/2, para. 55)

79. Reference has been made above (para. 34) to the Report of the UNHCR Working Group on Programme Management and Operational Capacity. One of the main

outcomes of the Report was the emphasis placed on the need for humanitarian interventions to be seen as part of an overall strategy (see Recommendation 28 below). As the Report noted: "When UNHCR is called upon in its humanitarian capacity, whether in a country of asylum or in a country of origin, it is important that any proposed assistance component be justified in terms of UNHCR's Mandate and the stated policies and priorities of the Office, and that it form part of a strategy designed to achieve a given result" (2.2). Assistance provided in a strategic fashion must be ultimately aimed at a durable solution. The Report goes on to recognize that "regional package agreements, multi-year planning with solutions in view, and proactive cooperation with a greater range of partners are the approaches that should - and indeed do - lead to the determination of truly viable and durable solutions" (2.5).

80. While UNHCR has long recognized the benefit of multi-year planning in certain contexts (see Section 3.3 of Chapter 4 of the UNHCR Manual), the new emphasis on strategic planning that characterizes the Report of the Working Group on Programme Management and Operational Capacity will further underline the important role that multi-year projects could have in achieving certain programme objectives.

K. Administrative needs and costs

81. It will be recalled that the Statute of UNHCR states that "no expenditure other than administrative expenditures relating to the functioning of the Office of the High Commissioner shall be borne on the budget of the United Nations" (Art. 20). Hence, in theory, the question of UNHCR's administrative expenditure has important implications for UNHCR's share of United Nations Regular Budget funding. Recommendation 28 of the In-Depth Evaluation addresses the question of administrative needs and costs.

> **Recommendation 28, Survey of growth in administrative needs and preparation of proposal for funding of administrative costs**: UNHCR should, in the context of its classification of activities/categorization of posts, and in consultation with the Department of Administration and Management, undertake a study of its administrative needs. The study should show how the administrative needs of UNHCR have grown with the expansion of international protection and assistance activities in the past four years, and pinpoint administrative requirements which are of a recurring nature. The administrative needs demonstrated by the study should then be translated into post and/or administrative overhead requirements. The study and its conclusions should be presented to the General Assembly through the Executive Committee of UNHCR and the Economic and Social Council so that it could receive the priority attention needed. (E/AC.51/1993/2, para. 55)

82. To date, UNHCR, after extensive consultations both with the ACABQ and SCAF, has arrived at a methodology for the categorization of its posts (EC/1993/SC.2/CRP.25). UNHCR posts will be divided between two broad categories, namely those related to Programme Delivery and Administrative Support.

83. The latter category has been defined by UNHCR as follows:

> Administrative Support activities (and the related posts) are those activities whose function it is to support the "Programme" of the Office of the United Nations High Commissioner for Refugees. Support of "programme" activities, in the form of backstopping, is primarily through the provision of common services such as finance, personnel, information systems, telecommunications and general services, and through a range of other activities such as evaluation, administration, training, etc.

84. With the application of the two definitions of types of posts to UNHCR's staffing table, the Office will now be in a better position to indicate not only the number of its administrative support staff, but also staff and related non-staff costs.

85. These new staffing tables, as well as the related tables on staff and non-staff costs, were part of the documentation presented to the forty-fifth session of the Executive Committee. UNHCR is currently pursuing, with the Programme Planning and Budget Division, implications that UNHCR's administrative expenditures might have on its share of Regular Budget funding.

86. In this context, resolution 48/228 of the General Assembly should be recalled:

> Requests the Secretary-General and the High Commissioner for Refugees to review the existing arrangements for regular budget and extrabudgetary funding for the Office of the United Nations High Commissioner for Refugees, taking fully into account the increased demand upon the Office since 1989, and if necessary to submit proposals to the General Assembly at its forty-ninth session through the appropriate intergovernmental bodies (para. 60).

L. Strategic planning

87. The Recommendation on strategic planning (No.29) is primarily programme oriented, as is evident from the preambular paragraphs to the recommendation and the references in the Recommendation to the Medium Term Plan 1992-1997. The Recommendation reads as follows:

> **Recommendation 29, Strategic planning**: A small group should be established in UNHCR to make recommendations on strategic planning to the High Commissioner and the Senior Management Committee. The Subcommittee on Administrative and Financial Matters should be informed of decisions on the establishment of strategic planning in UNHCR by the end of 1993. These decisions should also be reflected in subsequent revisions to the medium-term plan for the period. 1992-1997. (E/AC.51/1993/2, para. 56)

88. To assure strategic planning within the Office, the High Commissioner has chosen to set up, from time to time, small Working Groups which would look at specific issues and produce a report and recommendations within a predetermined time-frame. Two such Working Groups have been established by the High Commissioner in the recent past: a Working Group on International Protection produced its Report

in 1992; similarly, a Working Group on Programme Management and Operational Capacity was set by the High Commissioner in April 1993 and its Report was published in July 1993. Both Sub-Committees of the Executive have been briefed on the findings of these Reports.

89. On 13 October 1994, the High Commissioner, in an effort to enhance strategic planning in UNHCR, created the post of Director of Policy Planning and Operations. The role of the Director of Policy Planning and Operations, who forms part of the Executive Office, is to assist the High Commissioner and the Deputy High Commissioner in the formulation of UNHCR's policies, in initiating and developing strategies to facilitate the discharge of the High Commissioner's mandate, and in exercising oversight of the implementation of such strategies by the relevant organizational units in UNHCR.

90. In a related development, but also linked to the need of the Office to have access to informed, objective, strategic policy advice, the High Commissioner created an Informal Advisory Group, made up of twelve prominent experts. It held its first meeting from 31 March to 1 April 1995. The Group was established by the High Commissioner in an effort to develop a more comprehensive approach to population movements, to place the refugee issue within the broader concerns of peace, human rights and economic development, and to build a better understanding of trends and policies in humanitarian action and population movements. The Group is expected to provide the High Commissioner with a broad perspective on international trends, and potential causes and areas of conflict that might provoke population displacements or are critical in the search for solutions.

91. As regards the reflection of UNHCR's strategic thinking in the Medium Term Plan, the Director of Policy Planning and Operations has prepared a "Perspective" for that part of the Medium Term Plan 1998-2001 which deals with the work of UNHCR. The "Perspective" is a short, forward-looking policy document which seeks to situate UNHCR, at the turn of the century, against a backdrop of broader worldwide political and social developments.

M. Staffing

92. Two Recommendations of the In-Depth Evaluation took up the issue of staffing. The first of these (No.30) dealt with staffing for emergency situations. It proposed the following:

> **Recommendation 30, Emergency staffing arrangements**: In emergency situations, when all the capacity for redeployment of administrative staff within UNHCR has been exhausted, UNHCR should deploy staff on secondment from United Nations agencies, to assume administrative and managerial functions. Rosters of such agency staff should be developed by regions. Such secondment may require one week's training in refugee matters; this training should be made a prerequisite of placement on the roster. (E/AC.51/1993/2, para. 57)

93. As indicated in document EC/1993/SC.2/CRP.21 presented to the forty-fourth session of the Executive Committee, UNHCR has established both internal and external stand-by arrangements to meet the needs of Emergency staffing. Among these arrangements is an internal reserve pool of eleven administrative staff (four

Senior Emergency Administrative Officers and seven Emergency Administrative and Finance Assistants) who are on stand-by for deployment to emergency operations as a priority, and where necessary also to ongoing operations with critical need for additional administrative support. It is felt that experienced administrative staff should be deployed during the emergency phase when system and procedures have to be established. Hence, this internal pool is made up of experienced UNHCR staff who have, in addition, been provided with training in the full range of administrative tasks which are critical for supporting emergency operations.

94. There exists in UNHCR, within the Division of Human Resources and Management, a Recruitment and Career Management Section to provide staff in a timely manner to replace emergency teams, as well as to assure staffing for ongoing emergency operations (e.g., former Yugoslavia) and special operations (e.g., Mozambique).

95. UNHCR also has the possibility to resort to its standby arrangement with United Nations Volunteers (UNVs). UNV is currently the largest supplier of seconded staff to UNHCR's emergency teams, with some 80 UNVs currently deployed.

96. The Recommendation also proposes that UNHCR should deploy staff on secondment from United Nations agencies, to assume administrative and managerial functions, and that rosters of such agency staff should be developed by regions. A very limited number of staff from other United Nations agencies have been seconded to UNHCR operations to perform administrative functions. UNHCR, nevertheless, in its recruitment drives has made contacts with other United Nations agencies to identify as large a pool of potential recruits as possible. It has initiated contacts with the United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA) for field staff and with the International Civil Aviation Organization (ICAO) and the International Telecommunication Union (ITU) for telecommunications staff. In addition, systematic efforts have been made to tap staff coming out of operations such as UNTAC (Cambodia), UNBRO (Thai Border) and MICIVIH (Haiti).

97. The final Recommendation (No.31) dealt with UNHCR's recruitment strategy. It proposed the following:

> **Recommendation 31, Recruitment**: UNHCR should develop, preferably as part of a strategic planning document, a medium-term recruitment strategy which takes into account the scale and nature of its current and likely future responsibilities; this strategy should include systematic review of sources of suitable personnel and the building up of a roster of candidates available for recruitment. The Subcommittee on Administrative and Financial Matters should be informed of policy decisions concerning the recruitment strategy by the end of 1993. (E/AC.51/1993/2, para. 58)

98. The issue of recruitment was most recently treated in the Conference Room Paper presented to the 24 June 1994 SCAF meeting (Note on Human Resources Management Strategy (EC/1994/SC.2/CRP.20)). At the moment, the Office is reviewing its recruitment strategy in the context of the Career Management Strategy project.

IV. CONCLUSION

99. As the above indicates, the Office has made a concerted effort to follow through on the Recommendations of the In-Depth Evaluation and the Report of the CE thereon. In some instances, developments have dictated or suggested a different approach to that expressly suggested by a Recommendation. UNHCR welcomes the opportunity provided by the In-Depth Evaluation to review its approach to a range of issues and its working methods and procedures; such structured reviews can only be in the best interest of the Office and the refugees whom it seeks to serve.